

**BEGA VALLEY SHIRE  
COUNCIL**

**Eden district rural small  
holdings review**

Adopted  
January 2004



**Bega Valley Shire Council**

Zingel Place  
PO Box 492  
Bega NSW 2550

Phone (02) 6499 2222  
Fax (02) 6499 2200

[council@begavalley.nsw.gov.au](mailto:council@begavalley.nsw.gov.au)  
[www.begavalley.nsw.gov.au](http://www.begavalley.nsw.gov.au)

**Eden district rural small holdings review**

January 2004

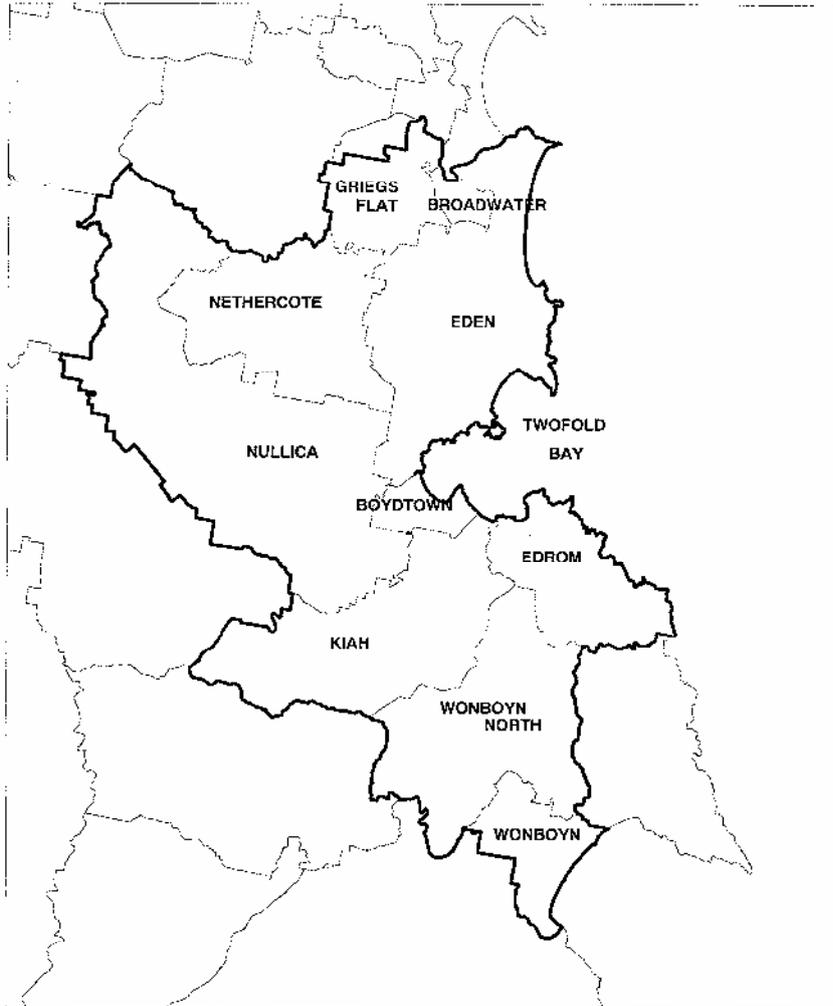
# Contents

<b>1.0</b>	<b>Purpose of this report</b>	<b>2</b>
<b>2.0</b>	<b>Planning review context</b>	<b>4</b>
<b>3.0</b>	<b>Settlement trends in Eden district</b>	<b>4</b>
<b>4.0</b>	<b>Agricultural character and economy of Eden district</b>	<b>5</b>
<b>5.0</b>	<b>Calculations of capacities of rural small holdings in the Eden district</b>	<b>6</b>
<b>6.0</b>	<b>Rural small holding settlement direction for 20 year vision</b>	<b>9</b>

---



**EDEN DISTRICT  
RURAL SMALL HOLDINGS REVIEW  
JANUARY 2004**



## 1.0 Purpose of this report

This report forms part of a package of planning measures by Bega Valley Shire Council to assist in the implementation of the community's 20 year vision for the Shire. The report examines current capacity for rural small holding supply from existing zones in the Eden district and makes projections and suggestions to address supply over the coming 20 years.

### 1.1 Current Plans

The following planning documents apply and are of direct relevance to rural residential land use in the study area.

- Lower South coast Regional Environmental Plan No. 2
- Lower South Coast Settlement Strategy
- Bega Valley Shire Local Environmental Plan 2002
- State Environmental Planning Policies:
  - No. 1 – Development Standards
  - No. 14 – Coastal Wetlands
  - No. 15 – Rural Land Sharing
  - No. 71 – Coastal Protection
- NSW Government Coastal Policy 1997
- Coastal Design Guidelines 2001
- Planning for Bushfire Protection
- Rural Fires and Environmental Assessment Legislation Amendment Act 2002
- Bega Valley Shire DCP No. 2 – Subdivision Standards
- Bega Valley Shire DCP No. 9 – Rural Residential Development
- Bega Valley Shire DCP No. 33 – Broadwater
- Bega Valley Shire DCP No. 35 – South Eden 1(c)
- Draft Bega Valley Shire DCP No. 37 – Bellbird Hill

### 1.2 Previous Studies and Reports

In 1998 Council produced a draft Local Environmental Study for the Kiah area. That study has been in abeyance since that time given requirements of the Department of

Infrastructure, Planning and Natural Resources for Council to effect a broader review of the rural small holding needs of the Eden district. The 1998 report is also dated and therefore is superseded by this report.

### 1.3 Definition of Rural Small Holding

Bega Valley Shire demonstrates a diverse range of settlement choice. Rural living preferences have experienced strong and growing demand over the past 30 years and staff have identified at least five separate types of “market” for rural small holdings.

#### **Rural Residential Estates**

This market prefers urban style subdivision producing small rural residential lots essentially for rural living in a very low density urban style. Minimal agriculture occurs in these areas and there is often little livestock. Lot sizes are usually less than 2ha. and any agriculture is almost always of a hobby nature.

#### **Hobby Farm Estate**

Hobby farm estates, as the name implies, are generally new subdivisions of multiple lots but often with larger allotments perhaps up to 15 or more hectares and are often characterised by grazing activities, small horse studs and the like. Some areas do have productive part time agriculture or horticulture but again the main emphasis is on rural living opportunities.

#### **Secluded Environmental Allotments**

These are generally forested allotments where the landowners seek quiet living experiences with high natural environmental amenity in the surrounding areas. The allotments can be very small residential allotments or comprise large bushland areas. Generally there is no agricultural activity and in effect the allotments function as natural areas excluding the area developed for home sites and associated facilities including bushfire buffers.

#### **Part Time Farming Enterprises**

There are numerous smaller ownerships scattered throughout the rural zones of the Shire of area well under the 120ha. standard of the LEP where varying levels of part time professional agricultural activity occur.

In terms of the Eden District Rural Small Holding Review, the first 2 categories are relevant with regard to the review of rural small holding zones.

Opportunities and examples do exist for the remaining two categories within the 1(a) zones of the district and, as discussed later in the report, supply of these types of opportunity are considered adequate for the 20 year term.

## 2.0 Planning review context

This report needs to be considered as one of many inputs to Council and the community's finalisation of its 20 year vision for the Shire. Council has embarked on a broad ranging review of its economic, social and environmental needs for the coming 20 years.

An important element of this review is to ensure planning strategies are developed and put in place to guide the landscape that Council and the community seeks to achieve over the course of the 20 year vision.

As such Council has commenced a three-pronged overhaul of its land use planning provisions with an aim to effect a major overhaul of the current Local Environmental Plan 2002 by about 2005.

Part one of this vision development comprises a review process for the urban and future urban zones of the Shire, the second part involves four district reviews of rural small holdings of which this report comprises one. The remaining three rural small holding review areas comprise the Bega/Tathra/Wolumla area where the report has been completed, the Merimbula/Pambula area which is the next priority following completion of this report and finally the Bermagui area review.

The third arm of Council's strategy involves a major review of the entire rural zone and development of this review has commenced.

## 3.0 Settlement trends in Eden district

### 3.1 Current Population

As at the 2001 Census Eden and district had a total population of 4,437 (in 1996 it was 4,416). The break-up is comprised as follows:

	2001	(1996)
Eden Urban Area	3,157	(3,106)
North Eden to Broadwater Rural	489	( 497)
Boydton to Victorian Border (including Nadgee)	351	( 392)
Lochiel/Nethercote	440	( 421)
Total	4,437	4,416

Approximately 27% of the district population live on rural or rural residential holdings.

### 3.2 Growth Rates

The population growth rates for each five year census period since 1986 are as follows:

	Shire	Eden
1986/91	10.5%	+1.0%

1991/96	8.6%	-5.6%
1996/2001	5.5%	+1.6%

Structural adjustments in the timber and forestry industries created adverse economic impacts for Eden over the past decade. This combined with some other more general adverse economic indicators in the Australian economy saw the population of the Eden area retract 5.6% between 1991 and 1996.

However recent trends indicate a move to firm growth in the Eden urban areas and as a consequence increasing pressure for rural living opportunities in the surrounding parts of the Eden district.

For the purposes of this report three population growth rate scenarios are recommended for the Eden district over the next 20 years. A high growth rate of up to 1.5% per annum might be achievable in the district but is considered unlikely overall. A more likely middle range rate of about 1.0% per annum for the 20 year period is recommended and a low growth rate of about 0.5% is possible but considered unlikely unless there is a general and sustained downturn in the economy.

## 4.0 Agricultural character and economy of Eden district

The agricultural character of Eden district is characterised by mostly smaller ownerships of agricultural land scattered within a significant area of State Forest and National Parks. In an agricultural sense, the area is mostly characterised by poor soil types and as such the earlier settlement patterns moved out along the river and stream valleys and occupied various other small areas of better soils. While no rigorous survey of agricultural producers has been conducted for this report, it is clear the district has few full time farming operations and in a numeric sense the majority of rural and rural residential residents of the district would not be earning their primary income from agricultural activities.

Some exceptions do exist with some emerging industries relating to horticulture and in the past there has been horticulture such a bean production along the numerous small river flats of the Towamba River and other streams. The Greigs Flat area, while now in small ownerships, nevertheless contains some prime agricultural lands and appears to be used for fodder production.

However, in a Shire wide sense, the Eden district contributes in only a minor way to the agricultural economy of the Shire. The land settlement pattern already presents as a significantly fragmented grouping of ownerships and many of the larger remaining holdings contain significant areas of forest and lands of marginal productivity for conventional agriculture.

## 5.0 Calculations of capacities of rural small holdings in the Eden district

### 5.1 Concessional Allotment Capacities in the 1(a) Zones

Apart from subdivision within the 1(c) Rural Small Holding Zones, there remains some capacity for rural small holding supply from concessional allotment subdivisions in the broad acre rural 1(a) zones of the district. While a completely rigorous survey has not been conducted of the remaining entitlements under the concessional allotment provisions, staff have estimated that in the order of 200 concessional allotments remain to be excised. However this is very much a hypothetical number as a significant proportion of these allotments would be very difficult and/or uneconomic to create given the topography, bushfire constraints, access constraints and the like. As such for the purposes of this report, staff estimate that not more than 90 concessional allotments could likely be yielded from the district under the current planning provisions. A more rigorous survey would be needed to refine this number however it is considered such a survey would only improve the accuracy plus or minus 20%.

### 5.2 Capacities of Eden District 1(c) Zones

There are eleven current 1(c) zones within the Eden district. These are displayed on Map One.

Individual maps for each zone are attached including some analysis of potential lot yield.

In calculating the yields, staff have attempted to calculate a high yield which would be unlikely to be achieved given physical constraints and planning requirements. A likely yield is also provided as the middle range assessment and a low yield which might be achieved if the effect of environmental constraints and various coastal policy matters were given high emphasis.

#### Greigs Flat – Area 1

High Yield: 5 Approved and Existing Dwellings: 9

Likely Yield: 2

Low Yield: 0 Total Likely Dwellings: 11

#### Greigs Flat – Area 2

High Yield: 45 Approved and Existing Dwellings: 0

Likely Yield: 20

Low Yield: 5 Total Likely Dwellings: 20

This area has been the subject of a recent development application for 42 lots. The constraints of the land and concerns raised by the aquaculture industry, Government agencies and indeed Council have seen the applicant requested to downscale the application and that matter is currently under review. For the purposes of this report a likely yield of 20 lots is suggested.

### **Broadwater**

High Yield: 20 Approved and Existing Dwellings: 20

Likely Yield: 15

Low Yield: 4 Total Likely Dwellings: 35

### **Bellbird Hill, Eden**

High Yield: 40 Approved and Existing Dwellings: 25

Likely Yield: 25

Low Yield: 10 Total Likely Dwellings: 50

While this 1(c) zone has a considerable area (approximately 290ha.) there are significant constraints to any intense 1(c) development of this area given the topography, bushfire danger and possible impacts on the Lake Curalo catchment. This area is the subject of a Draft Development Control Plan and through a process already underway, Council will resolve the ultimate lot yield for this area.

### **Eden Rural Small Holding – Area 2 and Area 3**

High Yield: 15 Approved and Existing Dwellings: 9

Likely Yield: 10

Low Yield: 2 Total Likely Dwellings: 19

These small 1(c) zones to the immediate southwest of Eden are also considerably constrained and the likely yield for the combined areas is put at 10.

### **Nullica**

High Yield: 5 Approved and Existing Dwellings: 2

Likely Yield: 2

Low Yield: 1 Total Likely Dwellings: 4

The Nullica 1(c) zone comprises a small area to the west of the Boydtown properties with limited further subdivision potential. A likely further yield of 2 lots is envisaged.

### Boydton

High Yield: 30 Approved and Existing Dwellings: 8

Likely Yield: 17

Low Yield: 5 Total Likely Dwellings: 25

The Boydton 1(c) zone is incorporated into the Eden/Boydton Structure Plan and may well face recommendation for zone changes to match the long term urban and associated urban land use needs of Eden. The likely yield if the zone remains 1(c) is put at 17 additional allotments.

### Kiah

High Yield: 6 Approved and Existing Dwellings: 2

Likely Yield: 4

Low Yield: 2 Total Likely Dwellings: 6

### Wonboyn

High Yield: 45 Approved and Existing Dwellings: 9

Likely Yield: 30

Low Yield: 18 Total Likely Dwellings: 39

### Nethercote – Area 1

High Yield: 30 Approved and Existing Dwellings: 17

Likely Yield: 20

Low Yield: 5 Total Likely Dwellings: 37

### Nethercote – Area 2

High Yield: 10 Approved and Existing Dwellings: 27

Likely Yield: 5

Low Yield: 3 Total Likely Dwellings: 32

## 5.3 Summary of Capacities of Current Zones for Rural Small Holdings

### 5.3.1 Summary of Small Holding Capacities

Zone Locality	Approved and Existing Dwellings	Likely Vacant Lot Yield	Total Yield
Greigs Flat 1	9	2	11

Greigs Flat 2	0	20	20
Bellbird Hill	25	25	50
Eden 2 and 3	9	10	19
Nullica	2	2	4
Boydton	8	17	25
Broadwater	20	15	35
Kiah	2	4	6
Wonboyn	9	30	39
Nethercote 1	17	20	37
Nethercote 2	27	5	32
Grand Totals	128	150	278
Add potential concessional allotments		90	90
		240	368
Estimate of other existing rural 1(a) lots with dwelling potential		60	60
	Total potential and existing vacant lots under current zoning	300	

### 5.3.2 Projecting Demand

There are a number of factors influencing demand.

The last 2 years have seen strong demand for rural small holdings near the coast and the Eden Study area has been included in that strong demand.

However prior to 2001 the rural population of Eden district actually decreased by 30 people or 2% between 1996 and 2001.

As such 300 potential rural residential lots equates with significant supply (15 per year for the 20 year vision).

## 6.0 Rural small holding settlement direction for 20 year vision

### 6.1 Future Rural Small Holding Zones

The conclusion of this report is that there is little suitable land for further rural small holding rezoning outside of the Nethercote area within the Eden Rural Small Holding District. There is also estimated to be sufficient supply on hand to defer any investigation to rezone further 1(c) areas for at least 5 years.

Some minor adjustments of ownerships and lot yields within the 1(a) zone are possible and are explored in 6.2.

The recommendation is that Council defer any action regarding creation of further 1(c) zones for the Eden district and commence a review for potential zones in the Nethercote area in 2010.

## 6.2 Minor Adjustments to Current Allotment Yields in the 1(a) Zones

Council is in receipt of a number of requests for rezoning spanning back over several years. There are also some zone anomalies. This section attempt to work through these matters and make recommendations. (See Map 2)

### **Mapping Area 1 – Owners: J R Thorpe, DJ Boulton and MA Boulton**

No further subdivision for the purposes of dwellings should be considered in this area given the existing 3 portions are already in separate ownership and the land has significant constraints with regard to bushfire hazard access and environmental protection.

### **Mapping Area 2 – LR Lay**

Joint application for rezoning and subdivision could be considered to allow up to 3 allotments in total for the purposes of dwellings subject to adequate provisions being demonstrated for bushfire protection, scenic amenity and environmental protection, in particular water quality.

### **Mapping Area 3 – PJ Armstrong**

Joint application for rezoning and subdivision could be considered on the basis of a maximum of 2 lots for the purposes of dwellings on the eastern side of the Highway. Such subdivision to be contingent on proof of minimal adverse environmental impact, acceptable bushfire hazard and the dissolution of the community title subdivision with respect to Lots 1-4 of DP 285127. Also to be conditional on the owners of Lots 5, 6 and 7 of DP 285127 being offered the potential for additional lands to address adequate onsite sewerage management with Lots 5 and 6 to be aggregated into 1 allotment for the purposes of a dwelling house.

The resultant LEP to achieve 2 allotments for dwellings from the current Armstrong property with the Black and Jones ownerships to be regularised for permanent residential living as one allotment each.

### **Mapping Area 4 – AD Robb**

No further subdivision.

### **Mapping Area 5 – MC Allen**

Landowner to be invited to make submission to Council for amending Local Environmental Plan to allow a dwelling on that part of Portion 60 east of the Highway with no buildings being permissible on that part of Portion 60 west of the Highway. Such amending Local Environmental Plan to demonstrate to satisfaction of Council and DIPNR that bushfire, scenic and environmental protection issues can be addressed.

### **Mapping Area 6 – Several Owners**

Review limits of 7(b) zone through Lots 3, 4 and 5 DP 736812 to ensure there is sufficient area for a home site within each allotment.

### **Mapping Area 7 – Various Owners on Southern Side of Towamba River**

Review foreshore area to attempt to establish an environmental protection zone of up to 150m width but excluding established dwelling houses lawfully in existence as at the date of the review.

### **Mapping Area 7 – Various Owners**

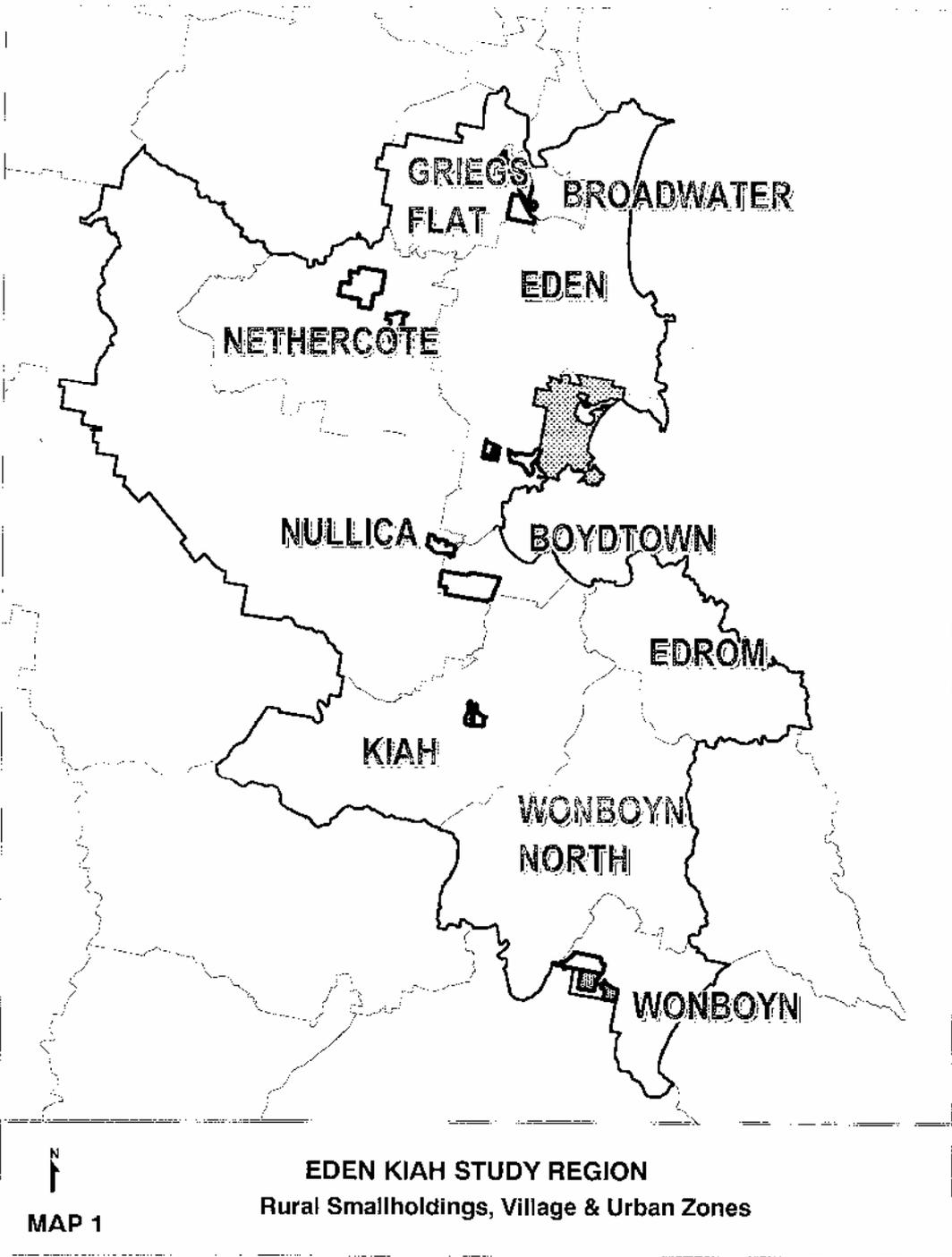
No further subdivision to create allotments for the purposes of dwellings nor allowance of further dwellings on separate portions beyond current ownership pattern as indicated on the map.

### **Mapping Area 8 – J Robb**

Invite combined amending Local Environmental Plan and subdivision application to investigate the potential to subdivide this land into 2 allotments for the purposes of dwelling houses.

### **Wonboyn 1(a) Zones**

The recommendation for these areas is that they remain zoned 1(a) pending the rural review. Wonboyn has bushfire and environmental constraints and further permanent settlement should be constrained to the capacities of current zoning. The 1(a) zone allows development of tourism facilities and further short term accommodation would be desirable at Wonboyn.







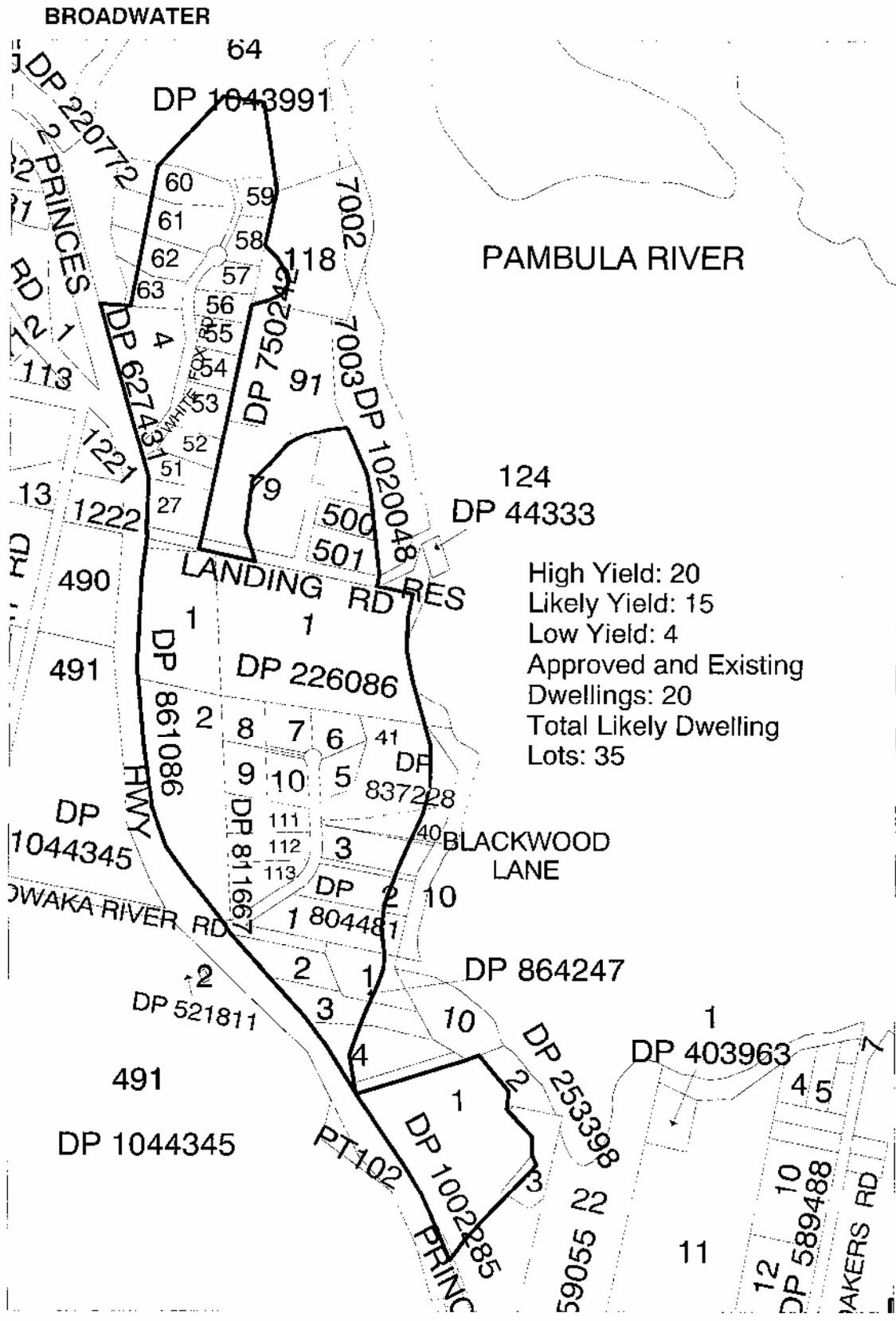


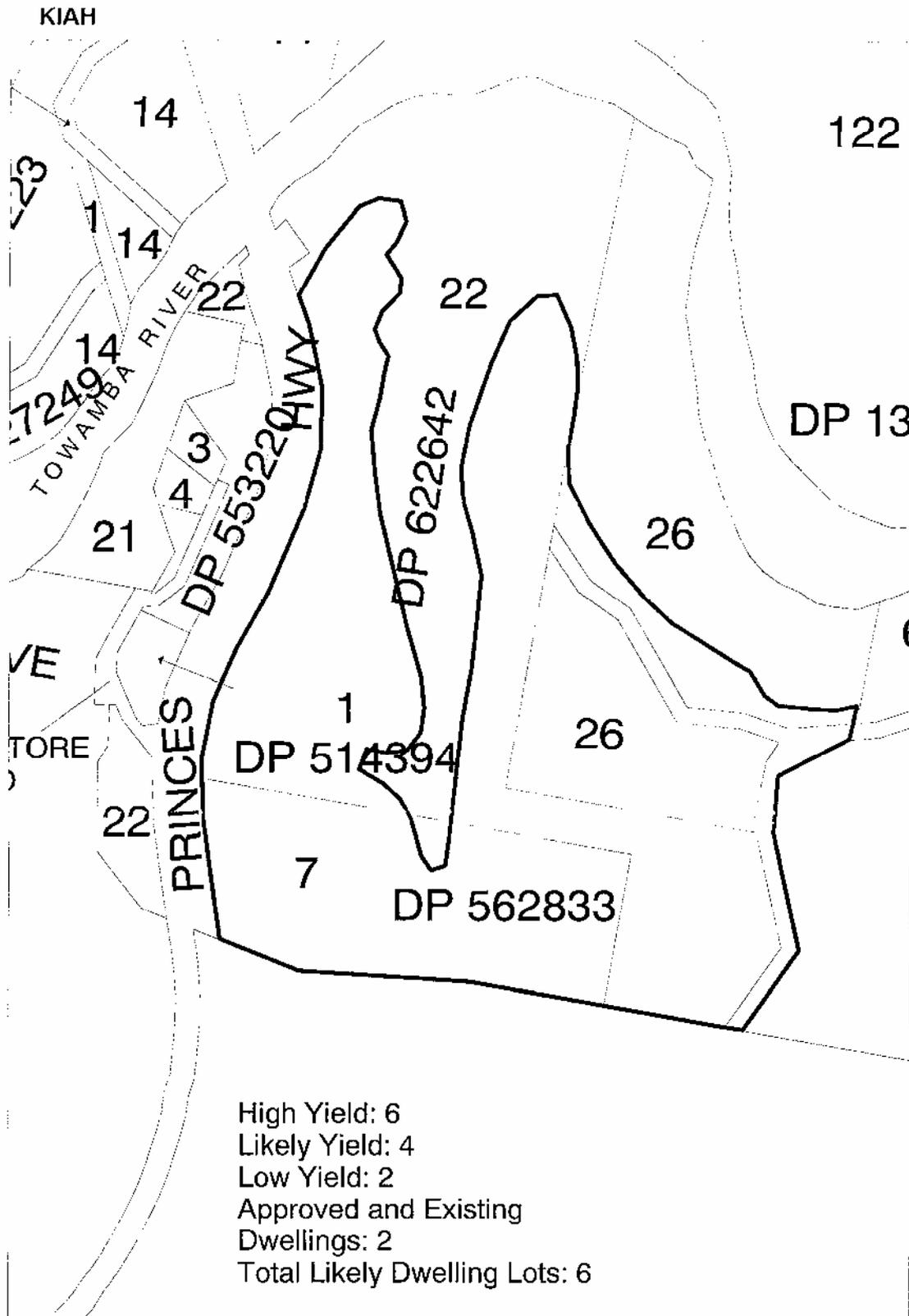


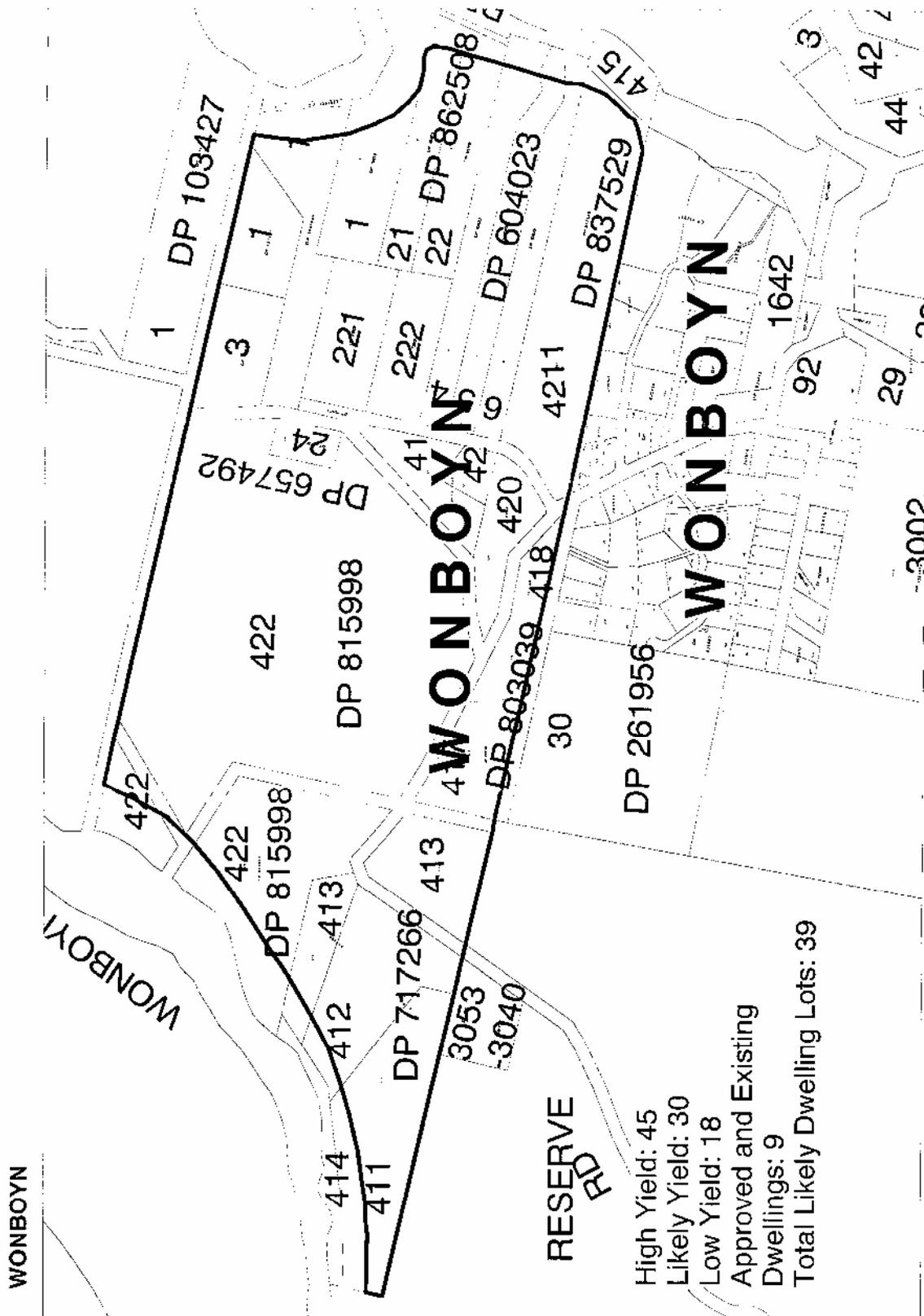












**NETHERCOTE Area 1**

High Yield: 30  
Likely Yield: 20  
Low Yield: 5  
Approved and Existing  
Dwellings: 17  
Total Likely Dwelling Lots: 37

